DOCUMENT RESUME

ED 203 032 CE 029 056

AUTHOR Rice, Eric; And Others
TITLE Assessment of Quality Vocational Education in State Prisons. Executive Summary. Final Report.
INSTITUTION Conserva, Inc., Raleigh, N.C.; System Sciences, Inc., Chapel Hill, N.C.
SPONS AGENCY Office of Vocational and Adult Education (ED), Washington, D.C.
PUB DATE May 80
CONTRACT 300-78-0593
NOTE 21p.; For related documents see CE 029 057 and ED 194 808.

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Adult Vocational Education; *Correctional Education; Correctional Institutions; Correctional Rehabilitation; Educational Policy; Educational Research; Employment Statistics; Models; *Outcomes of Education; Prisoners; Program Administration; Program Descriptions; *Program Design; *Program Effectiveness; Recidivism; Success; *Vocational Rehabilitation

ABSTRACT

A study explored the relationship of program components and variables within successful correctional vocational education programs in adult state prisons, and the outcomes of those programs, leading to in-depth descriptions of exemplary programs in the full document on this project (see note). Program success was determined by the following data: post-release employment of at least 60 percent; recidivism rates of less than 30 percent for all program participants; and a rate of 70 percent or better for in-program success of participants. Information was studied on a qualitative basis, using information collected through a case study approach of successful programs in 10 institutions. Successful programs were found to be characterized by 10 critical components/variables that functioned to overcome problems encountered in many vocational programs in corrections: administration, coordination and cooperation, curriculum and instruction, facilities/equipment, funding, placement and followup, planning, policy, staffing, and support services. Four ideas were offered for consideration as elements for a federal policy on correctional education: (1) specification of communication and development of inter-agency agreements between correctional vocational programs and other agencies; (2) funding provisions to provide seed and initial monies to initiate innovative vocational education programs in corrections; (3) encouragement of development of comprehensive educational programs providing an entire range of necessary services; and (4) provisions for a research component. (KC)

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919 929-7116

ED203032

Final Report

Contract No. 300780593

ASSESSMENT OF QUALITY VOCATIONAL EDUCATION IN STATE PRISONS

Executive Summary

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The activity which was the subject of this report was supported in whole or in part by the U.S. Department of Education. However, the opinions expressed herein do not necessarily reflect the position or policy of the Department of Education, and no official endorsement by the Department of Education should be inferred.

U.S. Department of Education
Bureau of Vocational and Adult Education

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CE029856

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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ACKNOWLEDGMENTS

Specifications for this research project originated in the Fiscal Year 1979 Research Program of the U.S. Department of Education's Research Branch of the Bureau of Vocational and Adult Education. Personnel in the Research Branch, and particularly Mr. Richard DiCola, the Project Officer for the project, are acknowledged for their assistance, support and timely suggestions.

The work was performed by Mr. John R. Poe, Jr., Mr. John R. B. Hawes, Jr., Ms. Rose M. Etheridge, Ms. Doris M. Lange, Dr. Joseph Nerden, Dr. James H. Hughes, Dr. Lawrence S. Earley and Dr. Eric Rice in the Chapel Hill office of System Sciences, Inc.

Grateful appreciation is offered for the consideration, cooperation and suggestions from many educators and corrections officials at local, state and Federal levels who provided valuable insights into the practical and theoretical problems posed by study objectives. The assistance and guidance of the Technical Advisory Group (TAG) was of particular benefit. Their suggestions were invaluable yet they bear none of the responsibility for any difficulties that may have existed with the study. The members of the TAG were:

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INTRODUCTION AND STATEMENT OF NEED

Corrections in the United States is in a dilemma. Faced with increasing inflation, budget cuts, rising crime rates, competing philosophies and public indifference or misunderstanding, the purposes and goals of corrections have become increasingly difficult to discern and act upon. One cannot be certain if corrections exists for the purpose of retention, rehabilitation, retribution, reintegration, deterrence or protection.

To the degree that the purposes are rehabilitation and reintegration, education and particularly vocational preparation activities have become increasingly important because one key to success in life outside institutions is education. This is not to imply that education can solve all human problems; however, marketable skills coupled with the ability to read and write greatly enhance the probability that an individual released from a correctional institution will become a contributing member of society.

The populations housed in correctional institutions have been neglected too often as a foci for research activity, particularly in the area of vocational education. This situation exists in spite of the thousands of persons who are released from Federal and state prisons each year, relatively few of whom have received the kind of training while in prison that would enable them to compete successfully for jobs. Further, this training gap continues in spite of the belief that the greatest aid to rehabilitation and the reduction of recidivism is education, particularly vocational education.

This situation does not imply a total absence of successful, effective or innovative vocational education programs in correctional institutions. Rather, it simply points up a condition that can be characterized as one of (a) too few programs and opportunities; (b) too little systematic attention toward identifying, describing and analyzing the variables that combine to create successful, effective and/or innovative vocational programs; and (c) too little shared information about effective vocational education programs among practitioners.

PURPOSE AND OBJECTIVES

The overall purpose of this research study was to discern, analyze, describe and disseminate information about successful exemplary programs and the critical variables, methods, strategies and procedures that lead to reducing recidivism, increasing post-release employment and increasing in-program success in vocational education programs located in adult-level state prisons.

The contract specified a set of objectives that were designed to guide study activities. The objectives were as follows:

- Define operationally and quantitatively program success in terms of relatively lower rates of recidivism, relatively higher rates of post-release employment and relatively higher rates of in-program success.
- Identify nine vocational programs located nationwide which are very effective in reducing recidivism, increasing post-release employment and boosting in-program success levels.
- Analyze in depth and describe the selected vocational education programs to determine the relative impact of critical variables and the relationship of program elements to each other and to reducing recidivism, increasing post-release employment and boosting in-program success.
- Plan, conduct and evaluate regional dissemination sessions for state officials and administrators in order to convey the information derived from the study and to facilitate discussion among the officials about procedures for improving the quality of vocational education in state prisons.

The ultimate goal of the project was to produce and disseminate descriptive program information that would be immediately useful to correctional educators in planning or revising vocational programs in adult correctional institutions. This outcome was focused specifically on the need for more shared information about and more systematic analysis of successful programs.

METHODOLOGY

Program Selection

Requirements for selecting the sample of programs for study were set forth by the funding agency and through consultation with the Technical Advisory Group, the expert group assembled to provide advice to the project. The following specifications and criteria were established to guide the selection process.

Specifications

1. No more than nine programs were to be selected for final in-depth study;
2. A "program" was defined to mean the entire vocational offering of an institution, including any non-vocational required components of instruction or treatment if they were included in the training program;
3. No new survey data were to be collected to select programs or to address the issue of critical components within selected programs; and
4. Quantitative data on at least two of the three specified measures of success were to be available to document the level of effectiveness for each selected program.

Criteria

5. The data on measures of success for selected programs were to equal or exceed certain prescribed levels;
6. Selected programs, to the extent possible, were to include a mix of programs across security levels--maximum, medium, and minimum;
7. Selected programs, to the extent possible, were to represent a broad national geographic distribution pattern; and
8. Selected programs, to the extent possible, were to represent a variety of delivery systems.

Process

With these criteria in mind, project staff set about the task of identifying and selecting nine exemplary programs for study. The task was accomplished in four phases: (1) identification, (2) winnowing nominations, (3) verification visits and (4) application of remaining criteria in order to select the final nine programs.

Program identification involved screening the literature to identify existing successful programs and contacting each State Department of Corrections and Department of Education to announce the project and to locate programs that were believed (1) to be successful and (2) to have data documenting levels of success. Ninety-four programs, thought to be successful, were nominated for additional consideration through this process.

Winnowing the nominations focused on contacting each suggested successful program to obtain existing information about the project, to document the existence of data on levels of success, to determine the rates of success achieved and to establish the security grade and type of delivery system. This process narrowed the nominated programs to approximately 40 programs that reported having data of the type required to verify program success.

Verification visits were arranged to each of these programs in order to inspect the data on measures of success, to inquire about the delivery system, and to learn more about the operation of the program. This process narrowed the list of possible sites to approximately 20 programs due primarily to data deficiencies.

Application of criteria for selection in order to choose the final nine programs involved ranking each program according to its level of effectiveness on each of the three success measures--post-release employment, recidivism and in-program success. If programs equalled or exceeded minimum cut-off scores on two of three measures, they were placed in a pool of programs to which the secondary criteria were applied. Secondary criteria required maximizing variance among geographic regions, security grade and type of delivery system. Ultimately, nine programs for in-depth study and one pilot site were chosen using secondary criteria. Selected programs had program characteristics as depicted in Fig. 1, Selected Programs.

Number	Success Measures	Location	Security	Delivery System
1	Post-release employment In-program success	West	Maximum	Corrections
2	Post-release employment In-program success	West	Medium	Community College
3	Post-release employment In-program success Recidivism	South	All	Community College
4	Post-release employment In-program success Recidivism	South	All	Special/Community College
5	Post-release employment In-program success	South	Medium	Corrections/Education
6	Post-release employment Recidivism In-program success	Central	Minimum	Community College
7	Post-release employment Recidivism In-program success	Central	Minimum	Special
8	Post-release employment In-program success	Central	Maximum	Corrections
9	Post-release employment In-program success	East	Medium	Special
Pilot	Post-release employment In-program success	East	Maximum	Corrections

Fig. 1. Selected Programs

Measures of Success

Three measures of success were used to gauge program effectiveness: post-release employment, recidivism and in-program success. Stringent minimum success rates were assigned to each measure, based upon recommendations in the literature and the suggestions of TAG. The rates served as requisite minimum rates in selecting among potential programs for study. The specified rates were:

Post-release Employment: Rates had to exceed 60% for all program participants

Recidivism: Rates had to be less than 30% for all program participants based upon the local definition of recidivism

In-program Success: Rates had to equal or exceed 70% of all program participants doing average or better work

Data Collection and Analysis

Data on the success rates had to exist at the institution and were not the subject of continued study beyond documenting program success. Instead, attention was focused on how and why programs were successful in terms of program variables or components--the structures, characteristics and activities that when taken together, comprised the program.

A quasi-case study approach was used to note the existence, function and relative importance of components in each selected program. In addition, interview data were collected within each selected program from administrators, instructors, support staff and inmates regarding their perceptions of the program's strengths and limitations, as well as how and why the program worked. Data also were collected from state level officials in all agencies involved with the program concerning how and why the program worked. Some of the issues addressed during the in-depth visits have been depicted in Fig. 2, Items for Consideration in Study. The list presented was intended to demonstrate the range of topics addressed rather than to note all topics discussed.

Data within programs were analyzed for consistencies using triangulation. When inconsistencies were noted, additional information was collected and analyzed in order to eliminate the discrepancy. Information for all nine programs was analyzed for consistency across program components in terms of component existence, function, structure, and importance.

State Level Concerns

- Policy for education and vocational education in Corrections
- Relationship between Corrections and other agencies such as Education, Parole, Department of Labor, Human Resources, Vocational Rehabilitation, and so forth
- Relationship between divisions within the Department of Corrections
- Demographic data on state for Corrections and vocational education in Corrections
- Planning procedures
- Funding and accountability requirements
- Law and regulations that may affect funding, delivery system structure, and measures of success

Institutional Level Concerns

- Policy, practice, role and goals for vocational education
- Number and types of offerings
- Coordination and cooperation with other agencies, community, and other divisions within Corrections
- Facilities, equipment and materials
- Funding levels and sources of funds
- Planning and evaluation procedures
- Classification, selection and placement systems
- Staff and administration characteristics and operations
- Nature of educational or training programs in terms of skill training, pre-vocational offerings, academic ties, remedial instruction, social instruction, instructional methodology, support services
- Environment factors such as unemployment, geography and so forth
- Participant characteristics
- Strengths and limitations of program as well as perceptions about how and why it worked

Fig. 2. Items for Consideration in Study

Barrier Identification

Major barriers that inhibit the provision of successful vocational education experiences to adult inmates was an issue discussed at the regional dissemination workshops. State level special needs vocational personnel and state level correctional educators were the participants at the regional workshops. One work session was devoted to collecting and processing participants' perceptions of their most critical barriers and problems using

the Nominal Group Technique. This information, together with data from the visitations and in-depth program analyses, was used to suggest considerations for future Department of Education policy and activities.

FINDINGS

Findings have been grouped according to major topic and condensed to the major points or brief descriptions within a topic. The topics include: (1) successful/exemplary programs, (2) a typical case example, (3) program variables or components of successful programs, and (4) variables that did not make a difference across all programs.

Successful/Exemplary Programs

The Sandstone/Willow River Program, Sandstone, Minnesota, is charged with protecting the general public by assisting persons in the program to develop vocational, academic and social skills necessary for their successful return to society. Skill training is offered in this minimum security institution in five vocational areas--welding, truck mechanics, truck driving, truck trailer repair, and machine tool operation. Each student participates weekly in 20 hours in a skill training area, 10 hours in classroom study related to the skill, 10 hours in academic study and at least 6 hours in group meetings designed to assist the student to deal with his problems. The program serves 60 students at one time; the average length of stay is six to eight months; the program features a job coordinator to assist in job placement and follow-up and a DVR counselor to assist in work adjustment; and most students develop a MAP* contract as part of their treatment plan. The program involves cooperation of the Bureau of Corrections, Department of Vocational Rehabilitation, community persons, an Advisory Committee and the local school district.

The vocational program of Vienna Correctional Center in Vienna, Illinois, a minimum security institution, is an open-entry, open-exit, competency-based program that includes vocational counseling and academic instruction in addition to vocational skills training. The program is characterized by a series of interagency agreements and cooperative arrangements. For example, the program was established through State law that created a school district within the Department of Corrections; offerings are made available through cooperation with the Southeastern Illinois College, a nearby community college; and funding is generated from a variety of corrections, educational and private sources. Within the institution, the vocational program has parity with other instructional functions such as security. Instruction is offered in an education center in over a dozen vocational curricula including industrial electronics and fire science.

The Memphis Correctional Center and the State Technical Institute at Memphis conduct a program entitled CERCE. The program is an attempt to provide a systematic approach to rehabilitation services by establishing an atmosphere of intense behavioral and educational services which will serve as resources to the inmate as inmates move into the free world. The program

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* Mutual Assistance Program

features skill training in seven major technologies, diagnostic and assessment services, program orientation, advisement and counseling services, behavioral programming, job counseling and placement services, and a full range of academic support services. Vocational training is offered in welding technology, building construction technology, data entry technology, warehousing technology, food service technology, industrial maintenance technology, and business technology.

The J. F. Ingram Technical School of Deatsville, Alabama, is part of the Alabama State Technical Institute system, yet is an institution that serves the prison system. The program provides training for all grades of security and has offerings in auto body, auto mechanics, barbering, cosmetology, general clerical, cabinetmaking, food services, heavy equipment operations, horticulture, brick masonry, meat cutting, radio and TV repair, commercial sewing, upholstery, welding, and floral design. Instruction places a premium on "hands-on" and "live-work" experiences, is modularized, and culminates in certification of tasks that can be performed. The program features extensive diagnostic and counseling services as well as basic education related to each trade area. Job placement is a specific responsibility of the instructional staff.

The purpose of the Maryland Apprenticeship Program of Baltimore, Maryland, is to provide approved training that will equip inmates for future profitable employment in the community as skilled workmen in a trade as well as to promote self improvement and honorable citizenship. The program, operated in medium and minimum security areas, offers training in the areas of printing, upholstery, lens grinding, metal working, meat cutting, and food services. The apprenticeship program features use of MAP contracts, related instruction, extensive vocational instruction, job placement and counseling, and remedial instruction. Experience in, evaluation for and certification of a range of task competencies in each trade area are performed. The program operates in coordination with a prison industry program that is careful to provide training through experience in a variety of tasks in "live-work" settings.

The mission of the California Correctional Center, Susanville, California, is vocational training. A medium security institution, the CCC has developed a skills center concept through which is offered a program of instruction in "related trades." This means that training is provided in a variety of skills in a general trade area; for example, in the metal skills center training is offered in body and fender repair, welding, sheet metal work, auto air conditioning, tune up, wheel alignment, hydraulic instruction, power systems instruction, brakes and mechanical drawing. In addition, the CCC program includes instruction in related areas, academic instruction, a survival skills program, vocational counseling, and job placement. The program operates in conjunction with the local school district and community college.

The goals of the Lexington Inmate Training Center, Lexington, Oklahoma, are to create a positive learning experience that will assure the development of vocational skills, the achievement of a sense of personal worth, and the enhancement of the probability of employment. This medium security program offers extensive training in a limited number of vocational areas--air conditioning, auto mechanics, and welding. The program unites the Bureau of Corrections, the

State Department of Vocational-Technical Education and the State Department of Labor in providing vocational skill training and placement. The program involves not only skill training, but also academic and related education, vocational counseling, and an extensive career education component that provides instruction in job-getting and job-keeping skills. Inmate contracts are used as both a fiscal tool and a way to increase inmate responsibility.

The goal of the Men's Reformatory program of Anamosa, Iowa, is to provide an educational treatment program that will permit an individual to cope, to contribute and to live by the rules in society. The vocational program at the Men's Reformatory is one that involves the Bureau of Corrections, the Prison Industries Program, and the Kirkland Community College. An extensive counseling program involving assessment, diagnosis, personal counseling and vocational counseling is featured as a major emphasis of the vocational program in an effort to mitigate the effects of the maximum security status of the program. In addition, academic and related instruction is offered as a necessary component of the vocational program. The four skill training areas provided in conjunction with Kirkland Community College are welding, carpentry, auto mechanics, and auto body. The three training areas offered in conjunction with the Prison Industries Program are printing, tire recapping, and maintenance/janitorial services. The program focuses on individualized treatment including an educational treatment plan for each inmate.

The vocational program of the Oregon State Penitentiary, Salem, Oregon, is designed on the premise that training must help students develop personal and professional competence that will permit each participant not only to produce their share of goods, services, and ideas, but also that will permit the man to earn an income in a career that is individually satisfying, useful to society, and fulfills the general obligations of citizenship. The program offers vocational skill training in automotive repair, auto painting, body and fender repair, drafting, electronics, welding, small engine/motorcycle repair, and cabinetmaking. In addition to skill training, the program involves career counseling, academic education, remedial education, career education, testing and diagnosis, apprenticeship training and training slots in prison industries. Advisory Committees for each trade area are utilized to update curricula and equipment as well as to place program graduates. The program unites vocational education, prison industries, maintenance and services, and the apprenticeship program into a single program.

The goal of the Somers Correctional Institution program, Somers, Connecticut, is to develop a vocational skill in a marketable area in order to enable participants to earn a living, experience personal satisfaction and experience professional accomplishment. Skill training is offered in auto paint and body, small engine repair, auto mechanics, appliance repair and solar energy, and optical lens grinding. The program involves vocational counseling, psychological testing, academic education and job placement. In addition, the courses are offered in an open-entry, open-exit format and utilize competency-based materials.

Typical Case Example

One of the best ways of explaining the makeup of successful programs is by describing a more typical and less successful program in terms of its problems. The example is a composite drawn from the literature, from other visits conducted during the project, and from data collected during prior research projects on adult-level state prisons.

Four persistent problems plagued less successful programs, each of which inhibited overall success. The first problem was the lack of policy and priority for rehabilitative programming and particularly vocational education services. In less successful programs, there was a lack of consensus about the role of vocational education; few, if any, formalized goals or objectives for programming existed and no parity with other functions within the institution had been established. Administration, staff and participants could not be sure exactly what to expect from the program or how the vocational program fit within the overall correctional or institutional system.

The second major problem was isolation. In less successful programs there was little or no communication between vocational program administrators or instructors and other prison officials, the community, outside helping agencies, or state level officials. The vocational program was incarcerated within the institution just as were individual inmates.

The third major problem was funding. Less successful programs found themselves the victims of uncertain funding due to money squeezes, multiple agency funding, soft money and low priority for services. Further, the administrators of these programs were unsure about how to address this problem.

The fourth and perhaps most significant major problem was the lack of comprehensive programming. Less successful programs often suffered from initial over-selling of vocational skill training as the total rehabilitation programming. Further, many programs were locked into operations that emphasized traditional school models in which the inmates had failed in the past; likewise, program planners too often had a tendency to overlook or omit the structure of the prison in providing services. Most critically, less successful programs often provided only skill training to the inmate while ignoring other needs--personal, social and educational.

Program Variables or Components of Successful Programs

Successful programs were characterized by components that functioned to overcome the problems encountered in many typical vocational programs in corrections. The critical components/variables, together with the important elements of each variable have been noted below. Taken together, this information suggests a framework for future program planning.

1. Administration

   - Administrator style was characterized by decentralized decision-making within successful programs.
   - Trained educators administered successful programs.
   - The primary role of the local program administrator was public relations and funds seeking.
   - Historically, successful programs were the vision of one person who guided the program to completion.
   - Successful programs were characterized by well-defined administrative procedures and relationships at both state and local levels.

2. Coordination and Cooperation

   - Successful programs were characterized by a high degree of contact and communication at many levels.
   - Coordination was in evidence at four levels--state agency-state agency, state-institution, institution-community, within institution between vocational education-security-industry and maintenance/service.
   - The institution-community cooperation was most important and was emphasized through use of advisory committees, contracts, shared facilities, coordination of services with other agencies, community service work, and public relations campaigns.
   - Within institutions, coordination and cooperation also was critical. Successful programs were characterized by working arrangements within institutions between vocational education and security, prison industries, maintenance and service, and other treatment components.

3. Curriculum and Instruction

   - Successful programs utilized "live work," open-entry, open-exit formats, modularized programming, and competency-based training.

- Organizational design set the stage for curriculum and instruction to be effective; each successful program had a recruitment function, a reward system and appropriate scheduling.

4. Facilities/Equipment

   - Successful programs had a designated area for providing vocational education and only vocational education.

5. Funding

   - Successful projects started as pilot projects on soft money and usually still involved multiple agency funding.

6. Placement and Follow-up

   - Successful programs had systematic procedures for providing placement services that emphasized employer contact.
   - Procedures used in successful programs included use of a placement officer, advisory committees, instructors, release centers, counselors at community colleges or technical institutes, institutional contacts with other service agencies, and occasionally professional placement services.
   - Successful programs were initiating follow-up systems using the positions noted above plus parole boards and self-reporting questionnaires.

7. Planning

   - Successful programs had evaluation designs that were used to monitor success; the data were used for future funding and program development.
   - Planning procedures within successful programs utilized employment demand/supply data, often on a regional level, for program development purposes.
   - Within successful programs there were clear procedures for creating and phasing out training programs.

8. Policy

   - A mission statement and a clear definition of role and objectives had been developed for each successful program.
   - State level policy in states with successful programs existed, usually in form of legal mandate and/or a memo of agreement among service agencies specifying responsibilities of each agency.

- Local level policy in successful programs specified role within institution for the program and job descriptions for training staff; the mission and role of vocational education was realistic.

9. Staffing

   - Staff of successful programs were certified equal to the requirements of the state agency responsible for certification in that state.
   - Camaraderie and high morale were characteristic of staff in successful programs.

10. Support Services

   - Services provided in successful programs included counseling, substance abuse programs, recreational programs, adult basic education, general education, assessment services, therapy, work details, survival skills and so forth.
   - The most important service was counseling.
   - Counseling functions provided in successful programs included diagnosis and assessment, individual and group personal counseling, program selection, career education and orientation, vocational counseling, and job placement.
   - Transitional services were gaining increasing emphasis. The importance of the role of the counselor and the skills instructor for inmate self-concept improvement, for social readjustment, and for functioning on the job was noted in successful programs.

Variables That Did Not Consistently Make a Difference

Several variables did not seem to make a consistent difference in successful programs even though logic and the literature suggested they should have been important. The most surprising of these variables was selection and in-take programs. Successful programs did not demonstrate consistency on types of assessment or selection procedures used, the utilization of data or the importance of the component. Likewise, there was variance on the degree of technicality of skill training offered, the influence of environmental factors, and the importance and use of inmate characteristics as a program variable.

Barrier Identification

During each of the five regional dissemination workshops, attention was directed toward articulating and discussing the major barriers or problems that inhibit the provision of successful vocational education to incarcerated populations. The Nominal Group Technique was used to elicit participant opinion and to encourage consensus upon which issues were the most critical problems for future consideration. The results of each barrier identification procedure are presented in Fig. 3, Major Barriers to the Provision of Services. As noted in the figure, there was a considerable degree of consistency across regions concerning perception of major barriers. More specifically, the lack of consistent and appropriate role definition and the low priority for vocational education in corrections was among the top three problems articulated in each workshop, and was the top ranked problem in at least two regions. In similar fashion, the lack of coordination and cooperation among the various agencies that do or could provide services related to vocational programming was listed in each regional workshop as a major problem in each workshop.

In addition to these two problems, several other barriers were noted as critical, but not necessarily among the most critical five problems in each region. These problems included lack of comprehensive program design for vocational education in corrections, lack of appropriate placement and follow-up systems, and lack of adequate funding. Most of the other barriers suggested related to the issue of lack of comprehensive programming.

SOUTHEAST

1. Fragmented funding
2. Lack of coordinated linkages among state agencies
3. Lack of priority, concern and role definition of vocational education in corrections
4. Inappropriate attitude of prison officials and public to providing adequate services
5. Lack of appropriate placement and followup components of programs

NORTHEAST

1. Difficulty in securing and using funds
2. Low priority of education in terms of competing philosophies and administrative support
3. Difficulty in securing adequately trained personnel
4. Lack of comprehensive and appropriate program design
5. Lack of appropriate placement and followup components of programs

MIDEAST

1. Lack of comprehensive program design
2. Lack of policy and priority for vocational education in corrections
3. Lack of coordination/cooperation among agencies in the provision of services
4. Lack of appropriate evaluation designs
5. Lack of appropriate placement and follow-up systems

MIDWEST

1. Lack of a viable paradigm for corrections (lack of coherent philosophy and lack of consensus on multiple philosophies)
2. Lack of commitment, systemwide, to education as a major responsibility within corrections
3. Over politicization of system that has lead to loss of control
4. Lack of evaluation component in planning
5. Lack of adequate state resources to implement meaningful programs

FAR WEST

1. Lack of role definition for vocational education in corrections (responsibility, accountability and authority)
2. Conflicting philosophies for treatment, security and so forth
3. Lack of state level agency coordination
4. Lack of adequate permament funding
5. Lack of programmatic needs assessment

Fig. 3. Major Barriers to Provision of Services According to Ranking of Importance

CONCLUSION AND DISCUSSION

Study findings demonstrated that successful vocational education programs do exist in adult correctional institutions. Further, data suggested that successful programs have a number of characteristics in common that could serve as guidelines in future program development. Too many programs, however, did not fall within the definition of successful used in this study. This fact implies the need for more attention to vocational education in correctional institutions to encourage creation of effective programming. In fact, there is need for a definitive Federal policy on education--and particularly vocational education--in correctional settings. Specifically, given the study findings, the following ideas are offered for consideration as elements within such policy:

1. Policy should specify communication and development of interagency agreements between correctional vocational programs and other agencies such as state departments of education, state departments of community colleges and technical institutes, vocational rehabilitation, the state department of labor, and probation/parole services.

The development of interagency agreements would establish new policy and clearly outline the roles of each agency involved. Further, it would stimulate the development of mutual assistance at the local program level as well as provide guidance on how programs could be developed. Among the specific issues that could effectively be addressed through such agreements are: (a) role of agency; (b) funding; (c) staff development; (d) planning; (e) program evaluation; and (f) technical assistance for program implementation. Ultimately, it is entirely possible that through the more efficient use of funds, facilities, and personnel, the costs to each involved agency would be reduced while, at the same time, providing more effective vocational education to the target populations.

2. Policy should include funding provisions to provide seed monies and initial maintenance monies to initiate innovative vocational education programs in correction.

Identified successful programs utilized some Federal vocational education funds and seed money strategies during the initial periods of program development and implementation. This pattern could prove a successful stimulus to future program development or revision.

3. Policy should encourage the development of comprehensive educational programs that provide for the entire range of necessary services and characteristics of the incarcerated individuals.

The simple provision of skill training alone does not suffice as an educational program and cannot, alone, meet the goals of rehabilitation and reintegration. Instead, programs that deal with the total individual and individual needs and characteristics are required. Among the factors for consideration should be: (a) sound fundamental skill training; (b) responsible counseling services; (c) instruction in basic functional literacy skills, life skills and job-related skills; (d) job placement and follow-up components; (e) systematic program evaluation; (f) staff development of instructors and administrators; (g) programs tailored to the real differences and needs of this special needs population; (h) program planning and course development centered on employment demand and wages; (i) community coordination; and (j) useful program evaluation and management information systems.

4. Policy should include provisions for a research component.

The effect of differing organizational arrangements and different mixes of program variables should be investigated in order to determine which institutional arrangements have what kind of effect on the provision of successful vocational education. At present, such information is not available or is conflicting in nature. Research on each question should produce answers that will be useful in planning, developing, and implementing effective programs.